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II. RECENT LITERATURE ON SCHOOL ADMINISTRATION

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The literature on school administration divides itself sharply into several distinct types, of which the most appealing, because of its directness, is that of the "surveys." Here we have actual existing conditions probed and laid bare, and the clearest of all expositions of concrete problems placed before us. Administrators will be interested in reading, studying, and applying the lessons of these surveys. There are three to which attention should be called: Gary, St. Paul, and St. Louis.

The administrative problem in Gary is discussed by Flexner and Bachman in the introductory volume,¹ and by Strayer and Bachman in the second volume² of the Gary Survey. In the general comment of Volume I, commendation is given for the plan of the Gary system in general as to its scope and the ingeniousness of the administrative scheme. There is severe criticism, however, of the controlling and supervising of the operation of the scheme. The survey shows clearly the importance of adequate supervision of details. Strayer and Bachman conclude, after a very close examination of the problem, that the supervision is not appropriate to the real needs of the system. The outstanding point in the work is that it tells *why* the administration is not efficient.

The St. Paul Survey³ is a typical survey of a middle-sized city. It points out the weaknesses of the system, especially as regards the equipment and cost. It contains excellent material for study for a superintendent who wishes to familiarize himself with a new situation. The presentation of facts seems to be done in the clearest way possible.

¹ ABRAHAM FLEXNER and FRANK P. BACHMAN, *The Gary Schools: A General Account*, chapter iv, "Administration and Supervision," pp. 39-47. New York: General Education Board, 1918, 61 Broadway. Pp. vi+265. \$0.25 postpaid.

² GEORGE D. STRAYER and FRANK P. BACHMAN, *The Gary Public Schools: Organization and Administration*, chapter vi, "Supervision and Administration," pp. 89-108. New York: General Education Board, 1918, 61 Broadway. Pp. xix+126. \$0.15 postpaid.

³ *Report of a Survey of the School System of Saint Paul, Minnesota*, Part I, "The Administrative Problem," pp. 5-195. St. Paul, Minn.: Board of Education.

The St. Louis administration system is described by H. C. Morrison.¹ It contains an excellent summary of a *purely* administrative situation. Finance is dealt with in a separate section by Dr. Rugg. The surveyors find the situation very satisfactory—and they tell why.

THE BUSINESS SIDE OF ADMINISTRATION

Without doubt the clearest, most readable article in this field is one by Frank E. Spaulding, called "The Making of a School Budget."² It is written in an unusually frank and analytical style, starting with an outline of the problem. He begins by asking and answering the question: "What is a school budget?" and continues with such questions as: "Why make a school budget?" "Who should make a school budget?" "For whom is it made?" "When should it be made?" He answers these questions clearly and unhesitatingly. Truly a pleasant half-hour for an administrator is waiting in this article.

The great problem of the administrator, "Educating the Public to the Financial Needs of the Schools," is treated in a thoroughgoing manner by G. D. Strayer.³ He points out two parts to the problem: (1) to convince the voters that the schools are not able to provide the necessary facilities for their enrolment, and (2) to analyze the fiscal problem so as to persuade the voters that they have the ability to pay for improvements. The actual accomplishment of these points is well illustrated in the St. Paul Survey, mentioned above, which might well be taken as an object-lesson for Mr. Strayer's thesis. Strayer shows in detail how to put the information before the public, and emphasizes the point that the administrator must *present definite facts, and lots of them.*

Examples of studies of costs of instruction are found in articles by H. G. Wheat⁴ and by James Storer,⁵ secretary to the Buffalo School Board. These articles show how unit costs are obtained and how definite standards may be set up. Another article in the *American School Board Journal* for May, 1918,⁶ describes a co-operative method of exchanging costs tried by three

¹ H. C. MORRISON, *Survey of the St. Louis Public Schools*, Vol. I, Part 2, "Administration and Organization," pp. 48-80. St. Louis: Superintendent of Instruction, Board of Education, 911 Locust Street.

² FRANK E. SPAULDING, "The Making of a School Budget," *School Review*, November, 1918, pp. 684-95. Department of Education, University of Chicago.

³ GEORGE D. STRAYER, "Educating the Public to the Financial Needs of the Schools," *The American School*, May, 1918, pp. 137-38. Milwaukee, Wis.

⁴ HARRY G. WHEAT, "Costs of Instruction in the High Schools of West Virginia," *School Review*, June, 1918, pp. 438-50. Department of Education, University of Chicago.

⁵ JAMES STORER, "Uniformity in School Accounting," *American School Board Journal*, September, 1918, pp. 31-2. Milwaukee, Wis.: Bruce Publishing Co.

⁶ F. L. WHITNEY, "Exchange of Pupil Unit Costs Among Small School Systems," *ibid.*, May, 1918, pp. 23-24.

towns of South Dakota. Reference is made to the identical terminology furnished by the United States Bureau of Education in regard to the expenditure of money. Tables are given illustrating the use of this terminology by the co-operating towns.

For the administrator of a city school system an article by F. W. Ballou¹ is well worth while. He believes that the board of education should possess tax-levying authority, and explains concisely the advantages of a tax rate fixed by law. The conditions of effective budget-making are discussed, concluding with the decision that this work should be centralized in the superintendent's office and should have a firm *fact basis*.

"To Bond or Not to Bond?"² is a study by a financial expert that deserves careful consideration. It points out the objections to bonding and outlines the cheapest and best types of bonds. The gist of the discussion is contained in the following statement: "Never issue bonds if any other plan can be devised."

Applying business methods more generally to education is advocated by William Orr.³ He points out the need for the superintendent's being a business man and for the need of freedom of action for him in all matters regarding the direction of the school; but he lays stress on the fact that the superintendent must possess the faculty of selecting his co-workers with discriminating insight.

THE EXACT STATUS OF THE SUPERINTENDENT

Should the administrator be also the supervisor? George A. Mirick⁴ believes not. He states as his thesis: "The time has come in the evolution of education when administration and supervision of instruction should be entirely separated from the kindergarten through the high school." He supports this thesis by outlining the duties of an administrator, and also of a supervisor, pointing out ably the distinction between the two types of work.

I. L. Williamson⁵ argues that there is only one basis for deciding the status of the superintendent, namely, from the standpoint of the children. This calls for the services of an expert in deciding upon (1) what to teach,

¹ FRANK W. BALLOU, "Efficient Finance in a City School System," *American School Board Journal*, June, 1918, pp. 21-23. Milwaukee, Wis.: Bruce Publishing Co.

² WILFORD E. TALBERT, "To Bond or Not to Bond?" *ibid.*, April, 1918, pp. 21, 76-77.

³ WILLIAM ORR, "Business Methods and Standards in Education," *ibid.*, December, 1918, pp. 29-31, 75.

⁴ GEORGE A. MIRICK, "Administration and Supervision," *Elementary School Journal*, December, 1918, pp. 285-90. Department of Education, University of Chicago.

⁵ I. L. WILLIAMSON, "The Relationship between Boards of Education and Superintendents," *American School Board Journal*, October, 1918, pp. 31-32. Milwaukee, Wis.: Bruce Publishing Co.

(2) the employment of teachers, and (3) the evaluation of objects for which funds are to be spent. Nor does he believe the board a negligible factor. It represents the people and should examine the proposals and plans of the superintendent. He holds that the professional standing of a superintendent, and the confidence imposed in him by the board of education and the community cannot and should not be guaranteed by the mere fact that he holds a position as superintendent, but must and should rest upon the same basis as the professional standing of a physician or lawyer.

The position of the superintendent is becoming more clearly defined, however. This is brought before us in two articles in the *American School Board Journal*.¹ The outstanding improvements seem to be in the type of superintendent we are securing, in his independence from city authorities, and in his increased salary. Chancellor points out that educators are coming to be emancipated from petty surveillance and correction in details, and are being held for judgment as to their total fitness. An effective argument is produced against the business manager in the statement that every matter affecting the schools affects the child and for that reason an educator must have charge.

William Dick, secretary of the Board of Philadelphia,² does not agree with this point of view. There are, he says, two phases to the work of administering the schools: educational and fiscal. The superintendent should be glad and content to be relieved of the burden of financing. Large cities should have a business administrator. This will bring in the combined judgment of two men, and a more just expenditure. The superintendent should be an idealist; the business manager, a realist. Mr. Dick outlines the two sides of the work with their attendant duties. He believes in "some" budgeting—to the extent of the absolute minimum requirements. A considerable sum, he argues, should be unallotted and unappropriated, to be applied to needs as they arise. The board should at all times be in absolute control of all moneys at its command. He concludes by quoting superintendents who feel favorably toward having a business manager.

Much the same argument is proposed by Arthur Kinkade, secretary and business manager of the Board of Education, Decatur, Illinois.³ He devises a practical means for handling school business affairs in a modern imaginary

¹ WILLIAM E. CHANCELLOR, "New Conditions of the City School Superintendency," *American School Board Journal*, June, 1918, pp. 24, 77; W. S. DEFFENBAUGH, "Recent Improvements in City School Administration," *ibid.*, October, 1918, pp. 23-24.

² WILLIAM DICK, "School Administration," *ibid.*, August, 1918, pp. 23-24. Milwaukee, Wis.: Bruce Publishing Co.

³ ARTHUR KINKADE, "Efficiency in School Business Management," *ibid.*, July, 1918, pp. 29-31, 82-83.

city, Progresso, of 30,000 to 150,000 inhabitants. This plan is extremely well worked out, and contains an outline form of the duties of the two divisions of administration that deserves careful consideration.

A good summary of the exact status of the city school superintendent is given in *School and Society* for November 30, 1918.¹ Mr. Linn lists the powers and duties given the superintendent by at least three authorities such as Bobbitt, Cubberley, and Strayer. He finds nineteen powers and duties mentioned by at least three men. A table is given showing the states which have actually given these powers by legislation. Only twenty-one of the forty-eight states have done so. Mr. Linn's comments on the tables are well written, presenting a careful analysis of the whole situation.

SUPERVISION

From the many articles on supervision, three stand out as valuable reading for the administrator. The first of these, by W. W. Charters, discusses methods of collecting and disseminating different methods of teaching.² The work is discussed under four heads: (1) the diagnosis of teaching difficulties, (2) the collection of curative measures, (3) the testing of such measures, both scientifically and empirically, and (4) the creating of permanent records of curatives. Mr. Charters also points out how the general problem could best be attacked by a federal bureau.

The second article, by W. S. Gray, deals with the elementary school.³ He shows that supervisors neglect some important functions by becoming interested in a limited phase of the problem. He discusses in detail one important phase of the supervisor's work, "The Supervision of Teaching." Two methods are dealt with: (1) testing results, and (2) observation and criticism of methods. A brief discussion of methods of criticizing is given in which Mr. Gray points out that criticism should always be constructive, carefully organized, clearly stated, and offered in terms of a discussion.

The third article, by F. B. Knight, superintendent of schools of Danvers, Massachusetts, discusses two methods of supervision.⁴ The first of these he calls the "cycle method," in which one half the supervisor's time should be given to perpetual five-minute inspections of all the different phases of the

¹ LOUIS P. LINN, "The City School Superintendent in General Legislation," *School and Society*, November 30, 1918. Garrison, N. Y.: Science Press.

² W. W. CHARTERS, "The Administration of Methods of Teaching," *Educational Administration and Supervision*, May, 1918, pp. 237-44. Baltimore, Md.: Warwick & York.

³ WILLIAM S. GRAY, "The Work of Elementary-School Principals," *Elementary School Journal*, September, 1918, pp. 24-35. Department of Education, University of Chicago.

⁴ F. B. KNIGHT, "Studies in Supervision," *American School Board Journal*, September, 1918, pp. 33-34. Milwaukee, Wis.: Bruce Publishing Co.

schools. The other half of the supervisor's time, he says, should be given up to a thorough investigation, correction, improvement, and guidance of one section of the schools, either a certain grade or a certain subject. Mr. Knight then explains in detail the method pursued in studying the spelling situation, pointing out the factors involved and showing in detail the use of standard tests in such supervision. This article provides a splendid textbook for the supervisor who is inexperienced in the methods of studying subjects by means of standard tests.

Other articles that should be mentioned in this connection are: (1) "The Superintendent as a Leader in Interpreting the Curriculum," by Fred M. Hunter,¹ and (2) "Undetermined Values in the Supervision of Instruction," by Charles A. Wagner.²

TEXTBOOKS ON ADMINISTRATION AND SUPERVISION

For the normal-school or college student, or for administrators who wish further training, three textbooks should be mentioned. The first of these, by Dr. C. H. Judd,³ is written in a clear style, is easily read, and definitely leads on to the scientific study of education. Two chapters of particular interest to the administrator in the field are: chapter xviii, "Selected Administrative Problems," and chapter xxi, "Scientific Supervision." It will be a pleasure, however, for any schoolman to read and study the entire book. At this point an article by Dr. Judd bearing also on the training of administrators should be mentioned.⁴ It exemplifies in brief his aim in the textbook.

Another book, by D. C. Bliss,⁵ is particularly designed for the administrator. Outstanding chapters are: chapter iii, "Organization and Administration"; chapter iv, "The Supervisory and Teaching Staff"; chapter xii, "School Finance," and chapters xiv and xv, "Statistical Interpretation and Graphical Presentation." Mr. Bliss gives an illuminating outline of up-to-date standards. The graphical illustrations are clear and worth careful study.

The third book, by J. B. Sears,⁶ is one of the "Riverside Textbooks in Education." It is divided into four parts, dealing respectively with (1) the

¹ FRED M. HUNTER, "The Superintendent as a Leader in Interpreting the Curriculum," *Educational Administration and Supervision*, May, 1918, pp. 271-80. Baltimore, Md.: Warwick & York.

² CHARLES A. WAGNER, "Undetermined Values in Supervision of Instruction" *American School Board Journal*, May, 1918, pp. 29-30. Milwaukee, Wis.: Bruce Publishing Co.

³ CHARLES H. JUDD, *Introduction to the Scientific Study of Education*. Boston: Ginn & Company, 1918. Pp. xii + 333.

⁴ CHARLES H. JUDD, "A Curriculum for School Administrators," *School and Society*, June 1, 1918, pp. 637-40. Garrison, N. Y.: Science Press.

⁵ D. C. BLISS, *Methods and Standards for Local School Surveys*. Boston: D. C. Heath & Company, 1918. Pp. xxiv + 264.

⁶ J. B. SEARS, *Classroom Organization and Control*. Riverside Textbooks in Education. New York: Houghton Mifflin Co., 1918. Pp. xii + 300.

problem of school management, (2) a discussion centering about the pupil as the object of school management, (3) the machinery for managing children in groups, and (4) the attainment by the supervisor of a set of standards in personality, professional development, health, and methods of work. The book is readable, clear, and definitely worth while.

SUPERVISION OF INDIVIDUAL INSTRUCTION

Two articles entitled "Breaking the Lockstep" deal in a refreshing way with the problem of individual differences and the supervisor's responsibility therein. Mr. Lee¹ emphasizes the work for bright pupils, and explains an "Experiment in Optimism" in the Commercial High School of Brooklyn. The methods used and results attained are well set forth. Mr. Washburne² discusses the need for individual teaching and the plans already tried and points out the administrative problems to be met. He has reduced them to the following definite difficulties: (1) classes too large; (2) texts not adapted; (3) buildings are for classes and not suitable for individual instruction; (4) lack of money; (5) inertia of the public and of the school board; (6) lack of training on part of teachers. Mr. Washburne's discussion of the ways of overcoming these difficulties shows a careful study of the situation.

There are two other articles worth the administrator's attention which do not belong to any of the groups treated above. One is by Payson Smith, "The Limitations of State Control in Education."³ Mr. Smith points out why we need state supervision, and lists the things needing state administration. He points out the limits of such supervision clearly. "Power, authority and control," he says, "these are dangerous words anywhere." He urges that the state and local boards be co-workers and that they think in terms of the nation and its needs.

The other is by R. W. Fairchild, "The Measure of the Administrator."⁴ Mr. Fairchild gives a list of qualities here that will give the present-day administrator food for introspection. Among the abilities listed is one we have come upon time after time in the last few months—selling ability. There is also an interesting discussion of "Clothes and Scholastic Degrees." But the ultimate test of an administrator's fitness is summed up in one word—results.

¹ JOSEPH B. LEE, "Breaking the Lockstep," *Educational Review*, September, 1918, pp. 149-57. New York: Educational Review Publishing Co.

² CARLETON W. WASHBURN, "Breaking the Lockstep in Our Schools," *School and Society*, October 5, 1918, pp. 391-402. Garrison, N. Y.: Science Press.

³ PAYSON SMITH, "Limitations of State Control in Education," *ibid.*, April 6, 1918, pp. 391-94.

⁴ R. W. FAIRCHILD, "The Measure of the Administrator," *American School Board Journal*, December, 1918, pp. 23-24. Milwaukee, Wis.: Bruce Publishing Co.